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**MODERNIZATION OF  
STATE GOVERNMENT  
MESSAGE TO  
THE GENERAL ASSEMBLY  
of  
J. MILLARD TAWES  
GOVERNOR OF MARYLAND**

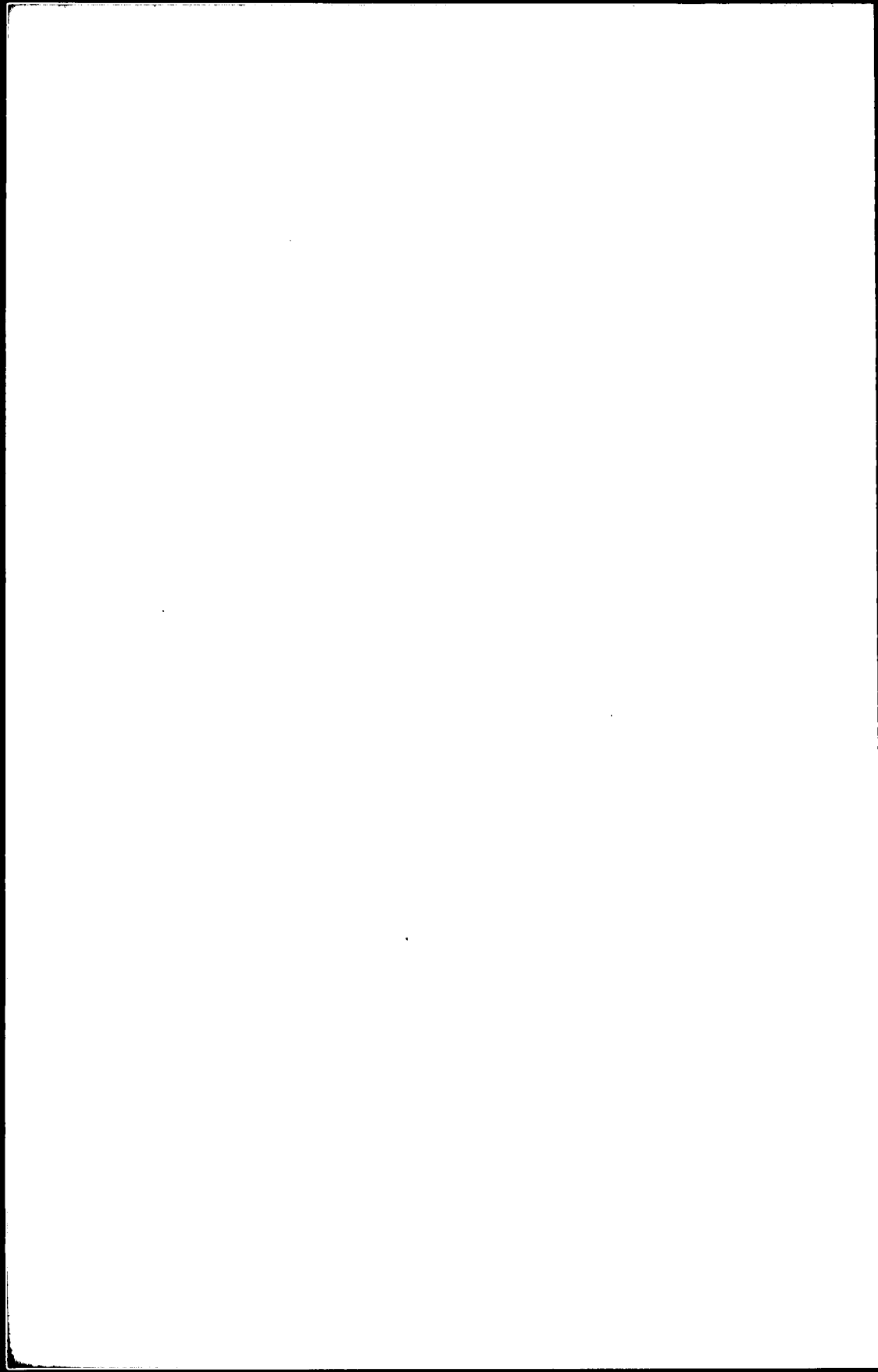
**State House, Annapolis, March 22, 1966**

*"A Governor in the closing months of his second and last term—as I now am—has no greater obligation than to assure that the structure of government for which he is responsible is put in the best possible operating order for his successor. I also believe that the present juncture is a particularly appropriate time to initiate steps to reorganize the administrative apparatus. For an outgoing Governor has the benefit of considerable practical experience to give to such a venture, as well as an emerging perspective beyond the immediate din of battle."*



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*Modernization of State Government Message  
of Governor J. Millard Tawes to the  
General Assembly of Maryland  
March 22, 1966*

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MR. PRESIDENT, MR. SPEAKER, Ladies and  
Gentlemen of the General Assembly:

I want to discuss with you today a number of basic steps to increase significantly the effectiveness, efficiency and economy of the executive branch of our State government. I raise this subject with you because of its long range importance and the responsibility we share in the proper functioning of the State's executive agencies.

Maryland now has well launched a major study leading to the revision of its constitution. The Legislature is being reapportioned this year, with far-reaching consequences for both the State and its government. I believe that an essential third step to prepare this government for the tasks ahead is the updating of the administrative organization which carries out public policy and provides such a vast range of public services.

This message quite frankly is a very personal one for me. I have spent much of my adult life working closely with the various agencies. For the past few years, as Governor, I have been responsible under the constitution for their operation and for how well they genuinely serve the people of this State.

That has been a warm and satisfying experience for me. It has also given me a rare opportunity to come to know the strength and weaknesses, the possibilities for improvement and limitations of the highly diverse structure that makes up the executive arm of our government.

I have been profoundly grateful for the personal dedication and competence of those who have served in it with me. I have become deeply imbued with the animating principles and traditions built into that government by those who established it and have led it over the years. But I have also come to believe that consistent with

those traditions and principles, there is much that can and should be strengthened among the administrative agencies to meet the needs and challenges facing Maryland during the remaining third of this century.

By starting this endeavor now, yet holding its completion until my successor has had an opportunity to consider the study, the best of both experience and the fresh outlook of a new administration can be brought to bear to strengthen the machinery of government. In addition, if the work is objectively done and approved by the next chief executive, the likelihood of getting tangible action is greatly enhanced by having it ready for consideration in the early stages of the new administration.

Based on those considerations, and after a long and careful look ahead, I want to consider with you several major areas in which I believe the organization and operation of the executive branch can be significantly improved.

The first and most fundamental need is for a comprehensive and, yes, historic study leading to the modernization and streamlining of the State's administrative organization.

Over the years several major special task forces have appraised the administrative arm of our government and made important contributions to it. One of the most thoughtful was that initiated by Governor Albert Ritchie in the early 1920s. Similar studies were carried out in the 1930s at the direction of Governors Harry Nice and Herbert O'Connor. The most recent comprehensive outside appraisal was made in the early 1950s at the request of then Governor Theodore McKeldin by the Sobeloff-Stockbridge Commission on the Administrative Organization of the State.

I believe that sufficient time has now elapsed since the last such study for an outside inquiry again to be initiated. Continuity and stability are important to the proper functioning of government. But there is also need for a periodic, independent appraisal of an administrative apparatus, just as there is value in regular medical check-ups for individuals.

## I

### PRESENT STRUCTURE

Maryland's government, like that of the other states, has passed

through an incredibly rapid evolution in the last two decades. Both the nature and size of its responsibilities and services have expanded substantially.

Actually, of course, our entire society and economy have experienced unparalleled growth and become vastly more complex. Government, as the means by which we assure a tolerable measure of order and harmony among us, has inevitably grown and become more complex as a part of those underlying developments.

The expansion of governmental programs and purposes has been accompanied by increases in budget requirements, personnel, the number of agencies and boards, and methods of operation. Yet the organization of the executive branch that gives coherence to all those burgeoning activities has been updated only slightly.

It now consists of 105 executive departments, commissions and other special operations established by law and tied together primarily by their direct line of authority to the Governor.

In addition to that administrative apparatus of 105 agencies, commissions and other administrative offices tied directly to the Governor by law, there are another 43 special commissions appointed by and responsible to him—or almost 150 in all.

These have accumulated over the course of a number of decades, set up usually in response to immediate needs but with little regard to the cumulative effect or their relation to on-going activities.

It simply makes no sense, for example, for the Governor to be directly responsible by law for the state anatomy board, department of post-mortem examiners, cosmetology board, sundry claims board, board of boiler rules, and board of chiropractic examiners, plus over a score of other such boards. Nor should individual institutions like St. Mary's College, Morgan State College, and the Patuxent Institution, all admirable facilities, have direct lines of authority to the State's chief executive while similar institutions do not.

Those are only a few of many possible examples. But they suggest the unnecessary detail which can come to a Governor, and the specialized boards and agencies which are now immediately connected to him. They indicate the historical disarray that has developed in the State's executive apparatus over the course of many decades.

Turning to areas of wider substantive impact, it is illogical to

maintain a number of administrative offices concerned with the State's transportation problems, yet for them not to be grouped together and their policies closely related before they get to the Governor's office. The same situation exists with the proliferation of State agencies in the field of education, conservation of natural resources, industrial relations, the regulation of business and professional activities, and a number of other areas. ✓

The State's chief executive frankly needs at least a thirty or forty-hour workday if he is to give all the attention that he might like to the multitude of agencies and activities tied to him by law.

When a Governor is not able to devote as much time as he desires to the administrative apparatus, department heads increasingly tend to see their problems from the viewpoint of only their own operation and not of the State as a whole. Decisions of genuine concern to the Governor tend to be made down the line before he has had an adequate opportunity to consider them. And those decisions are too often not coordinated with closely related programs in other offices.

The consequences of all that can be unnecessary management problems, economic waste and poor service for the public.

### BASIC GUIDELINES

The basic guidelines for organizing an effective, efficient administrative structure are few in number and generally agreed on. I will only summarize them here in terms in which they have been practically applied:

(1) The basic plan should be as simple as possible, and the number of separate organizational units should be held to a minimum.

(2) Related activities should be grouped together for most effective administration and minimum overhead cost.

(3) Departments should be under single administrative heads to the maximum extent possible.

(4) Lines of authority should be clearly defined and the channels of communication open from top to bottom.

(5) The span of executive control required of any official should be no wider than will permit adequate supervision of the activities immediately under his direction.



(6) Adequate staff assistance should be available to administrators to provide continuing review of organizational and operating procedures.

(7) While purely administrative powers should be assigned to single department heads, quasi-legislative and quasi-judicial powers should in some instances be assigned to plural bodies.

Even administrative principles such as those cannot, of course, be arbitrarily enforced upon a particular governmental structure. Tradition and the hard immediate realities must also be considered if practical headway is really to be made on behalf of governmental reform.

In that spirit I shall shortly appoint a commission of distinguished citizens of this State, including members of both major parties, to study and propose how to better organize the administrative apparatus of our State government. It shall be titled the Commission for the Modernization of the Executive Branch of the Maryland Government.

I also request that the Legislature, at its current session, appropriate \$50,000 for the Commission to conduct its inquiry and prepare conclusions for submission to the next Governor not later than February 1, 1967.

Members of the Commission will serve without compensation, but the importance, promptness and technical nature of the inquiry require an expert staff headed by an executive director with significant experience in state government. Outside consultants may also be required, such as were used by several of the previous independent studies of the State's administrative arm of government.

I am asking all departments, agencies and commissions of the executive branch, including appointive, elective and quasi-judicial offices, to cooperate with the Commission through its designated chairman.

The Commission will be free to make a comprehensive study, without limitation, of the organization and operation of the administrative departments, boards, commissions and other activities, and submit recommendations for their improvement to the next Governor.

The inquiry should cover all aspects of those administrative units, from their relations with the Governor's office down through

central staff services and ending with field organization, institutions and services. The study will be expected to analyze and make recommendations concerning the existing governmental machinery, and consider possible innovations and new methods of operation in the light of changes in governmental purposes and programs now going on at the state, local and national levels.

### SPECIFIC CHARGES

In addition to those general charges, I am asking the Commission to address itself to the following specific endeavors:

1. *It should recommend steps to eliminate any duplication, overlapping or historical obsolescence that it finds among the existing administrative units of government.*

2. *It should propose steps to merge or otherwise relate the remaining administrative units to the maximum extent possible.*

In support of that objective, the Commission should seek to coordinate closely connected activities and reduce the total number of agencies to the extent that is administratively sound, and necessary programs and services can still be effectively carried out.

3. *Even beyond specific consolidations such as those, the Commission should consider how to bring together the overall administrative apparatus—which will likely still consist of at least scores of departments and commissions—in a coherent structure more readily subject to the direction and supervision of the State's chief executive.*

One possibility that I request the Commission consider for that purpose, would be to relate loosely the several score departments and commissions which will likely still exist, in a reasonable number of functional groupings. That would make the coordination of policy and supervision of programs far more manageable.

The Commission should determine which functional groupings will best carry out the responsibilities of the State government and make the maximum administrative sense. But the following, as examples, would provide seven practical and logical groupings for the operational departments and commissions:

- a. Industry, Agriculture and Transportation
- b. Employment Relations

- c. Education
- d. Health and Welfare
- e. Natural Resources
- f. Law Enforcement
- g. Revenue and Management

4. *If the Commission decides to take this or a similar approach, it should carefully consider how each such groupings—or 'agency' for administrative purposes—could best be coordinated and supervised.*

Probably the simplest, most economical way would be by an agency administrator who would, in effect, be an arm, an advisor, an overseer and reporter for the Governor in that broad area of State government. He would be responsible to the Governor and Legislature for the performance of the departments and commissions within his grouping. But he would be concerned primarily with major policy and program matters and not take over operational activities that could be done well or better at the department level.

Department directors and commissions would then continue to have independent responsibility for day-to-day direction of their department; and they would continue, of course, to exercise such statutory duties as are imposed on them. In their regulatory, rule-making and quasi-judicial responsibilities, no appeal could be taken from their decisions to an agency administrator.

Under this possible plan, agency administrators would coordinate and supervise but not direct programs in their areas. They would provide a missing level of leadership and supervision between the specialized, detailed day-to-day administrative work of department heads and commissions, on one hand, and the highly generalized broad-policy duties of the Governor, on the other hand.

They would operate with a very small staff and not duplicate department personnel. Indeed, a large staff at the agency level could only encumber its policy and supervisory functions. Probably four to six professional positions would be the maximum required; and they would be concerned primarily with policy planning, program evaluation, top-level management analysis, internal and external communications, and other relationships.

There are undoubtedly sound alternatives to the agency plan

that I have outlined here. But it has already proven itself effective and efficient at the level of State government and merits consideration for Maryland.

*5. The Commission should make a special effort to end the presently unattached, 'floating' position of many agencies and boards now scattered throughout the administrative organization.*

Such enclaves of power tend to place administrative offices beyond effective direction or supervision. They too easily obstruct effective decision-making and become the preserve of particular private groups or administrative officials too long insulated from the myriad changes going on in Maryland.

In essence, they violate the basic principle of our form of government that all aspects of the executive branch shall be accountable to the public through an elected official.

*6. The Commission should undertake to the maximum extent possible to assign purely administrative powers to single department heads even though quasi-legislative and quasi-judicial powers are best assigned to plural bodies in some instances.*

*7. Finally, I request the Commission to consider the merit of recommending the addition of at least one representative of the general public to all boards and commissions regulating special private fields and at present made up by law only of individuals from that field.*

Such boards and commissions are concerned primarily with maintaining adequate standards in particular areas of business or professional activity. Their membership should properly include individuals with experience and expert knowledge in the immediate field.

But along with the undeniable stake that particular private sectors of our economy have in those boards, there is also a substantial public interest; and the boards are exercising a considerable measure of public power. I request the Commission to consider how that public interest can adequately be given a voice on these specialized boards.

The reorganization study which I am requesting the Commission to make is sweeping and fundamental. It may well be that the full inquiry cannot be made within the time limit being set. In that

event, the Commission should concern itself first with the overall coordination and structuring of the administrative organization, and then any proposed changes within that structure.

It is not inconceivable to me that the latter phase may require a second year of work. That would be subject, of course, to the wishes of the next Governor and the members of the General Assembly. But the Commission should establish its priorities at the outset.

The purpose of the entire study is well summed up in these comments of the Council of State Governments—although made a number of years ago, they remain equally valid today:

"In our democratic society an executive branch should be organized with two main objectives: first, it should perform with maximum effectiveness and efficiency the tasks laid upon it. Second, it should be politically responsible, in practice as well as in theory. Neither of these objectives can be obtained if the executive branch consists of a sprawling mass of uncoordinated agencies. The executive should be reorganized so that it can function as a unit. The way to get unity is to establish a clear administrative hierarchy headed by a popularly elected chief executive—in this case a Governor—upon whom the attention of the people can focus and from whom all administrative authority will flow. By making the Governor responsible for administration and giving him authority commensurate with his responsibility, the twin goals of administrative effectiveness and political responsibility can be achieved."

## II

### IMPLEMENTATION

I want to discuss next with you implementation of the Commission's recommendations.

Some of those proposals can undoubtedly be carried out at the direction of the State's next chief executive if he concurs in them. But the overwhelming majority of the Commissions' conclusions will almost certainly require action within the purview of the Legislature.

I submit that in the interest of both the Legislature and governmental reorganization, the businesslike way to prepare for the

updating of Maryland's administrative offices is the enactment of legislation. It should provide that those recommendations approved by the Governor but requiring the force of law shall be submitted by him to the Legislature and, unless disapproved by resolution concurred in by a majority of the members of either house within sixty legislative days after being submitted, shall then take effect on a date set by the Governor.

Through such legislation I propose that my successor, and succeeding Governors, be given authority to develop and lay before the Legislature reorganization plans covering the following:

- a. Transfer of any unit within the executive branch, or its functions, to the jurisdiction and control of another within that branch of government.
- b. Consolidation or integration of functions within any such unit.
- c. Consolidation or integration of the functions of various units.
- d. Abolition of part or all of the functions of various units.
- e. Abolition of any unit whose functions have been found to be obsolete.
- f. Authorization for an officer within the executive branch to delegate any of his functions to other public officers, provided they are also subject to the direction and supervision of the Governor.

That is substantially the procedure approved by the Hoover Commission in its report on reorganization of the federal government over a decade and a half ago. It has worked well there, and it has since been successfully adopted by several of the states. It would give to the chief executive of this State the reorganization powers now entrusted to the President and Governors of certain other states.

The proposed approach assures that final authority remains securely with the Legislature. Yet it avoids unnecessarily overcrowding the legislative calendar with reorganization proposals not really the subject of controversy. It leaves the initiative for any action with those who may oppose a particular organizational change.

The requested legislation would also assure that the efficient organization of the administrative offices is not just a one-shot, one-time effort. It places squarely on future Governors not only the responsibility but actual authority to keep the executive branch

abreast of changing needs, always subject, of course, to legislative veto. By this arrangement the Legislature can more sharply pinpoint the obligation of the state's chief executive to initiate action whenever necessary to maintain maximum effectiveness and economy within the administrative structure.

### III

#### STATE AND LOCAL GOVERNMENT

I want to consider next with you steps to improve the services and role of the state's administrative arm in support of local and metropolitan government in Maryland.

Our State and local governments are now close partners in providing a broad range of important public programs affecting the welfare, health, highways and a number of other critical matters in the life of this State. The continued steady growth of Maryland's urban population, especially across established political boundaries, and of new public programs responsive to that growth makes it almost certain that the relationship between the State and local levels will become even closer and more complex in the future.

As in the past, the nature of that relationship will largely be determined by the Legislature. But the State's administrative offices also have a rapidly widening range of activities and interests with the individual cities, counties, and other local entities.

That results in part from the participation of State agencies in the designation or certification of a number of local officers and employees, as well as gubernatorial appointment of certain local officials. But it results far more from the fact that State departments supervise the development and carrying out of many local programs to which the State contributes and for which performance standards, financial statements, management records and other reports are required.

At present, the activities of the State in support of local governments are scattered throughout a very considerable number of state offices. They are too often only loosely related even though directly affecting the same communities and counties. There is clearly need for better coordination, better orchestration of the State's diverse efforts at the local level.

We are learning more and more, for example, about the intimate relationship among education, welfare, law enforcement and other public programs in the same neighborhoods and areas. Similarly, we are learning far more about the value of more closely meshing major public activities like highway planning and the most efficient conservation and development of natural resources in a particular sector of the State.

Maryland's rapidly emerging metropolitan clusters provide still another example of the need for more deftly weaving together many different governmental efforts. Closely intertwined in those thickets are such problems as traffic congestion, mass transportation needs, crime, health hazards, education, recreational requirements, the limitations of existing governmental jurisdictions, inadequate financial resources and many other questions.

Better means must be found to relate the various State efforts not only at the level of the major State offices in Annapolis and Baltimore, but also in the actual localities where our funds and programs are brought to bear. The most creative and challenging front for administrative reform, in fact, is at the point of program impact in the individual counties and communities.

In connection with that, I want the proposed Commission to consider the possible merit of a State Office for Local and Metropolitan Affairs. Such a unit should not take over the actual administration of substantive programs from their functional departments. But it could coordinate the activities of the dozens of state offices now independently working on local and metropolitan problems, and assist the Governor and Legislature in formulating State policy concerning local-state relations in particular program areas.

Such an office could also, on request, provide local governments with a broad range of expert services and research assistance concerning developing aspects of urbanization beyond the immediate specialization of other state agencies. When asked, it could even undertake studies of specific local problems with broader potential relevance in the State.

The office could be a clearing house for information on local governmental activities and encourage community planning, the expansion and improvement of in-service training facilities, and other basic activities among local governments. The usefulness of such



state services for local governments has been proven in a number of other states; and an office similar to that which I am suggesting is already in operation in several of the states.

I would hope that the agency, once established, might eventually pull together special program centers in areas of the State with unusual economic or other problems. Such centers could provide a single intake for all State services in the community—employment, welfare, retraining, parole, rehabilitation, mental health, and other responsibilities. It might even undertake to bring together State services on a case basis and fuse efforts with the same family by agents from correction, welfare, employment and other agencies. This is just one of the possibilities that a State Office for Local and Metropolitan Affairs could open up.

Establishment of such an office should give local officials a much more direct voice in the development of State policy and actions affecting their cities and counties. This could greatly enhance the traditional Maryland practice of local governmental participation in the planning of major programs, while still recognizing the need to improve planning at the state level.

Any realistic effort to prepare our administrative apparatus for the tasks ahead must recognize that the emerging problems of urbanization—of a larger and larger population ever more densely concentrated—constitutes one of the primary challenges for our society and government during the balance of this century. It is the dominant environmental change now going on in Maryland. A principal assignment of the proposed reorganization Commission would be to determine how our State government can better tool up to cope with the many difficult metropolitan problems that lie ahead.

A very recent report published by the University of Maryland has this to say about city and county government in this State:

"Over a period of more than three centuries, Maryland has created, augmented, enabled, and sustained a system of local government which is today both rich in history and tradition and yet essentially so uniform and responsive that it may well prove to be among those fifty State systems most capable of responding promptly and well to the severe challenge of contemporary urban development."

I submit that our State government must be updated so that

it, too, can show the way, as a full partner with our cities and counties, in meeting "the severe challenge of contemporary urban development."

#### IV

#### FEDERAL PROGRAMS

Another major area that the proposed reorganization Commission should consider is how the state's rapidly expanding relations with the national government can be most effectively coordinated and given a sense of authority that will help keep our federal system in balance.

There are now literally hundreds and hundreds of federal programs with funds and facilities available for various agencies and activities of our State government. The U. S. Department of Health, Education and Welfare alone has a catalogue the size of the Annapolis telephone book with just the barest of details about assistance programs available to state and local officials through that one federal agency. Scattered throughout Washington are many hundreds of other opportunities. And there is every prospect that the total number will steadily increase and regrettably-undoubtedly grow ever more complicated.

Just in the field of urban transportation, for example, over 40 federal programs of financial aid already are offered. These funds are programmed through 13 federal departments and agencies and contemplate varying participation by State and local authorities.

In the face of the proliferation of federal programs and the competition from other states for available funds, Maryland must make sure that it gets its full share.

At the same time, it must be recognized that one of the really significant developments in American government in the middle third of this century is the accumulating network of controls by federal agencies over state and local administrative offices. The increasing mass of administrative machinery at all levels of government makes it more and more difficult to assert direction and supervision over this development. Institutional means must be evolved to oversee these separate channels of administrative power.

In that connection, we recently opened a Washington office to

help expedite the State's administrative business with federal agencies. But there is still need to relate the diverse State administrative contacts with the federal government far more closely.

I want to say, however, that I believe far more than better intergovernmental coordination is necessary if we are going to keep in balance our federal system. The Congress should apply to a broad spectrum of federal programs the principle embodied in the federal poverty program, that allows a Governor final authority before federal projects which are primarily state or local in nature are introduced into the state. At a minimum, the principle of popular control of our governmental system requires better means be found to oversee the expanding influence of the federal administrative apparatus in the individual states.

I say that not to acclaim states rights but state responsibility. Nor do I make that observation in any implied criticism of the constructive and farsighted new federal programs becoming available.

The federal structure is the genius of our system of government. But it also presents problems of power and administration that require fresh attention, particularly with the advent of the many new domestic programs of President Johnson's Great Society.

A major objective of the reorganization study should be to devise imaginative new mechanisms to assure that the State is not just a passive recipient of federal handouts but a full partner at both the policy and administrative stage of problems and programs on which local, State and national agencies are jointly at work.

Critical attention should be given to whether public functions are properly allocated by level of government in the major program areas, whether grants-in-aid are well conceived and administered, whether there is too much or too little centralization and whether responsibility for financing services is properly assigned. In brief, how the three levels of government are meshing as a practical operational matter.

## V

### NEW TOOLS AND SKILLS

Still another way—a most exciting way—in which the executive branch of our state government can be better geared up for the tasks ahead is by bringing the vast new scientific technology of

operations analysis and systems engineering to bear on the basic problems of this state.

Business organizations have already pioneered the use of the latest analytical techniques and electronic tools on their more difficult challenges. Our State government has begun to utilize computer data processing to assist on the voluminous statistical compilations and computations of various State agencies.

But we must make far greater progress—and the Legislature must recognize the need for supporting funds—to bring these new skills and resources to bear on the really stubborn and sophisticated problems that confront us.

We need to find out, for example, whether the same systems development skills that put the astronauts into orbit can be used to cut the time automobile drivers must spend fighting their way through traffic. And we should determine, as one authority has expressed it, whether the "new dimension" thinking that can get moon-probes off the launching pad can also get able-bodied men off of welfare rolls and out into the economy.

To suggest the possibilities of this new group of tools and skills, I want to quote a paragraph from a recent report of a committee of the U. S. House of Representatives concerned just with the tangle of present-day transportation problems.

"Computerization offers unprecedented opportunities for fresh approaches and new statements of problems which in the past have been lost in (literally) tons of detailed paperwork. For the first time using modern data processing information retrieval, input-output, and other techniques, it may be possible to break away from the present compartmentalization and fragmentation of data, and to integrate transportation information into the broader social-economic framework where it properly belongs."

What can be done to relate transportation planning to the rest of a community or area's development can also be done to assess the effect of possible public works projects, or even particular public policies, on other existing public programs or on the economic and social life of individual communities or the state itself. There is thus opening up the possibility of moving the art of government at least a little closer to becoming a deliberate, calculable science.

The Federal Office of Economic Opportunity, the Department of Defense, and the National Aeronautics and Space Administration are leading the way for the federal government on this far-out front—and on complex questions with national, global, and outer space frames of reference.

We are particularly fortunate in having close at hand institutions of higher learning and a number of private organizations with the specialists and equipment needed to probe the more important and complicated questions in the environment, economy, and social organization of this state. Maryland's aerospace teams are playing a leading role in exploring space. They should also be enlisted to help analyze our more intractable problems right here at home.

The immediate objective is not to set up a large electronics data processing system at public expense but to identify and define how we can best make use of this new technology.

In order to get this effort started, I am asking the Governor's Science Resources Advisory Board to recommend by next June 1 how the new technology can best expedite the work of the proposed reorganization Commission, and then to consider by next December 1 several substantive areas of State responsibility in which the techniques of operation analyses and systems engineering may be most effectively applied. The latter reports will be submitted to my successor for his consideration.

My fundamental reason for referring to the new technology is as an illustration of the new frontiers and breakthroughs which I believe are now opening up for state government. It is my earnest hope that the Legislature, as well as executive branch, will fully consider these technological opportunities and make full use of them to help move the state government boldly ahead.

## VI

### PERSONNEL RECRUITING

Parallel with utilizing the most advanced analytical skills and equipment, I believe that long-term steps must be taken to assure that we attract the most competent personnel for our administrative agencies.

Maryland's proximity to the federal government creates special

problems in obtaining and holding many of our more able younger people interested in public service. This is especially true in the more specialized technical fields.

To meet this problem, I am asking a special task force, consisting of the Commissioner of Personnel, the Director of the State Planning Department, The Director of the Department of Budget and Procurement and a representative of the president of the University of Maryland, to study and recommend by next December 1 ways to attract a substantially larger number of the more talented young people to state service. This task force would work with the chairman of the proposed reorganization Commission.

I am particularly anxious that this personnel study appraise the possible merit of a management intern program such as private business already makes such extensive use of and the federal government now has. A novel and useful aspect of the new federal intern program gives exceptional individuals between 25 and 40, a year of experience in high level government offices. I believe that innovation should be adopted here.

Consideration should also be given to establishing a series of special graduate scholarships at institutions of higher learning in this state for residents interested in a career in our Maryland government and capable of undertaking special research for it. The intern and scholarship programs might even be combined at least in part.

Beyond that stage, additional career incentives and advancement opportunities should be developed so that really able individuals can move more rapidly along within the career system. Appropriate means will have to be provided inside the merit system to preclude political intrusion in these special cases. But the executive branch must develop a cadre of unusually qualified and experienced career executives who are prepared to cope with the demanding tasks in Maryland's future and can readily be moved about within the executive apparatus to relate diverse programs and help give coherence to the overall administrative organization.

Our State government, in brief, must seek out specially qualified manpower as well as the latest technology and most efficient organization to meet the responsibilities and opportunities before us. In a very considerable sense, we must not only modernize but futurize our governmental machinery.

In closing, I ask each of you—and all the people of Maryland—to consider carefully these proposals to modernize the Executive Branch of our State Government and prepare it for the challenges of the decades ahead.

It is my sincere hope that this cause of administrative reform will receive widespread support from all segments of our population, although of course we may expect varying points of view on particular aspects of it.

There is unusual timeliness in the observation of Thomas Jefferson "that laws and institutions must go hand in hand with the progress of the human mind," and as the human mind "becomes more developed, more enlightened—institutions must advance also and keep pace with the times."

In these closing months of my eight years as Governor of the State I know of no legacy I would rather leave the people, in gratitude for the deeply satisfying years of public service they have allowed me, than a strong start on the modernization and strengthening of the Executive arm of our Government.

Respectfully yours,

J. Millard Tawes,  
Governor

